

## Message Text

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ACTION MMO-01

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P 120525Z SEP 78  
FM AMEMBASSY GABORONE  
TO SECSTATE WASHDC PRIORITY 3120

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FOR M/MO

E.O. 11652: N/A  
TAGS: EAID LT WZ BC  
SUBJ: REF: A) STATE 209579 B) GABORONE 2441

(NOTE: FOLLOWING, REPEATED FOR INFO, IS SLIGHTLY AMENDED  
AND EXPURGATED TEXT OF CABLE I SENT "EYES ONLY AA/AFR" ON  
SEPT 9 IN REPLY TO EYES ONLY AA/AFR MESSAGE TO ME PROPOSING  
PERSONNEL LEVELS AND STRUCTURE FOR BLS COUNTRY MISSIONS.)

1. I MUCH APPRECIATE OFFICIAL NOTICE (REF A) OF (A) AID  
ADMINISTRATOR'S APPROVAL OF OSARAC REORGANIZATION INTO  
INDEPENDENT COUNTRY MISSIONS; (B) RECOGNITION OF RESTRAINTS  
THAT REQUIRE HOLDING STAFF TO MINIMUM LEVELS; (C) OPPORTUNITY  
TO TAKE INDIVIDUAL COUNTRY CONSIDERATIONS INTO ACCOUNT;  
AND (D) SHARED CONCERN ABOUT MISSION DIRECTOR GRADES. REGRET  
DELAY IN REPLY WHICH WAS RESULT OF ABSENCE ON LEAVE UNTIL AUG  
27 FOLLOWED BY SUBSEQUENT WIDE-RANGING CONSULTATIONS WITH  
INTERESTED PARTIES AT THE THREE POSTS ON ALL ASPECTS OF  
ACTUAL AND ANTICIPATED PROJECTS AND PROGRAM, I.E., WITH CHARGES,  
COUNTRY AND REGIONAL AID OFFICERS (RESIDENT AND TDY) AND HOST  
GOVERNMENT OFFICIALS. THE TIME DEVOTED TO THIS SUBJECT REFLECTS  
THE SERIOUSNESS OF THE MANY ISSUES AND CONCERNS INVOLVED:  
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POLICY, INSTITUTIONAL, PROFESSIONAL AND PERSONAL. BECAUSE OF THE  
IMPORTANCE OF THESE ISSUES AND CONCERNS, I AM SETTING FORTH  
FRANKLY AND IN SOME DETAIL THE MAJOR CONSIDERATIONS UNDERLYING  
THE COMMENTS AND RECOMMENDATIONS CONTAINED IN THIS MESSAGE.  
AN OVERVIEW AND GENERAL OBSERVATIONS ARE FOLLOWED BY REGIONAL  
AND COUNTRY-BY-COUNTRY SURVEYS, CONCLUDING WITH ANALYSIS AND  
RECOMMENDATIONS ON STAFFING.

2. OVERVIEW. THERE ARE FOUR CONSIDERATIONS, IN ADDITION TO LOGISTICAL/POLITICAL CONCERNS NOTED REF B AND PERVIOUS, THAT BEAR MOST DIRECTLY ON STAFFING AT THREE BLS POSTS AT THIS TIME:

(A) FY 79 FUNDING. THE EARLIER PRESUMPTION THAT FY 79 FUNDING LEVELS WOULD EQUAL THOSE FOR FY 78 WAS BY ALL ACCOUNTS TOO OPTIMISTIC;

(B) THE NATURE AND MIX OF FY 79 PROGRAMS. THESE FACTORS ARE GOVERNED IN LARGE MEASURE BY THE ANTICIPATED LEVEL OF FUNDING. BUT ACCORDING TO BEST CURRENT ESTIMATES, NO SIGNIFICANT NEW CAPITAL DEVELOPMENT PROJECTS WOULD APPEAR LIKELY, WITH THE POSSIBLE EXCEPTION OF THE TRANS-KALAHARI (GHANZI) ROAD;

(C) LIMITATIONS ON HOST COUNTRY IMPLEMENTATION CAPACITY. THESE STEM LARGELY FROM MANPOWER, ESPECIALLY HOST GOVERNMENT BUREAUCRATIC CONSTRAINTS, WHICH HAVE BECOME MORE ACUTE DURING THE PAST YEAR PARTLY BECAUSE OF THE RAPID EXPANSION IN DONOR ACTIVITY. DURING MY PRESENT SWING THROUGH ALL THREE CAPITALS, THIS POINT WAS FORCIBLY IMPRESSED UPON US ONCE AGAIN. WE ARE IMMOBILIZED ON SEVERAL MAJOR PROJECTS BY THE UNAVAILABILITY OR ABSENCE, USUALLY ON IMPORTANT OTHER BUSINESS, OF RESPONSIBLE LOCAL OFFICIALS. IN EVERY CAPITAL, THERE ARE EXAMPLES OF DELAYS IN IMPORTANT PROJECTS WITH OUR OFFICIALS HAVING TO MARK TIME. LIMITED OFFICIAL USE

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THIS IS NOT UNIQUELY A US PROBLEM; OTHER DONORS COMPLAIN AS WELL. HOWEVER, SINCE WE NOW HAVE BY FAR THE LARGEST AID MISSIONS IN THE COUNTRIES (AT LEAST TWICE AS LARGE AS ANY OTHER COUNTRY DONORS OR EEC, SOME OF WHOM HAVE LARGER PROGRAMS), OUR PROBLEM IS MORE ACUTE. WE ALSO INCUR AN ADDITIONAL BURDEN OF APPEARING, TO GOVERNMENTS AND GENERAL PUBLIC ALIKE, TO BE THE LARGEST DONOR. (I REALIZE WE HAVE SPECIAL REQUIREMENTS AND REGULATIONS, E.G., THOSE IMPOSED BY CONGRESS, WHICH ACCOUNT FOR LARGE USAID STAFFING; THE EXPLANATION TENDS ONLY TO CONFIRM THE PROBLEM);

(D) RELATION TO OVERALL US PRESENCE AND POLICY OBJECTIVES. IT IS PERTINENT TO NOTE THAT IN TWO OF THE THREE CAPITALS THERE ARE ONLY TWO (REPEAT TWO) RESIDENT EMBASSY POLICY/ REPRESENTATION OFFICERS TO HELP COORDINATE, SUPERVISE AND DIRECT US OVERALL POLICIES AND PROGRAMS. IN A REGION AS POLITICALLY SENSITIVE, VOLATILE AND UNCERTAIN AS SOUTHERN AFRICA, THERE ARE INDISPUTABLE REASONS, BASED ON RECENT AND ANTICIPATED EVOLUTION OF EVENTS, AS WELL AS MANAGEMENT CONSIDERATIONS, FOR MAINTAINING A BALANCE IN OVERALL MISSION STAFFING. OVERALL COMMENTS, BY REGION AND COUNTRY, AND MY CONCLUSIONS, ARE OUTLINED BELOW.

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3. RESOURCES. AID PROGRAM/FUNDING IN BLS COUNTRIES HAS ROUGHLY  
TRIPLED OVER PAST TWO YEARS UNDER OSARAC. THIS HAS BEEN POSSIBLE  
THANKS TO COMBINATION OF HARD WORK BY OSARAC STAFF AND OUTSIDE  
(AID/W, REDSO) SUPPORT. ANY ASSESSMENT OF FUTURE NEEDS SHOULD  
BEGIN WITH A LOOK AT EXISTING RESOURCES AND QUESTIONS WHETHER,  
AND TO WHAT EXTENT, THEY WILL BE AVAILABLE IN FUTURE. IN THIS  
CONNECTION, THERE ARE TWO UNKNOWN (X-FACTORS): FIRST, IN  
ABSENCE OF ANY REFERENCE IN REF A TO REDSO/EA, AND ON  
BASIS OF INFORMAL CONSULTATIONS, PROSPECTS ARE THAT SOME ASSISTANCE  
WILL CONTINUE TO BE AVAILABLE FROM THAT OFFICE: SECOND  
UNKNOWN IS WHETHER COUNTRIES IN THE REGION, WHICH DO NOT NOW  
HAVE AID PROGRAMS MAY BECOME AID RECIPIENTS AND DEPENDENT ON  
REGIONAL MBABANE STAFF RESOURCES. FOR PRESENT PURPOSES, AND  
ON BASIS OF BEST LOCAL ESTIMATES, IT SEEMS FAIR TO ASSUME THAT  
THESE TWO FACTORS WILL BALANCE OUT, I.E., THAT REDSO ASSISTANCE  
WILL BE AVAILABLE TO BLS IN ROUGHLY THE SAME MEASURE THAT  
MBABANE-BASED REGIONAL STAFF WILL BE CALLED T WORK ON NEW  
COUNTRY PROGRAMS.

4. COUNTRY CONSIDERATIONS. THIS LEADS TO BLS STAFFING PROPOSAL  
REF A. AS RESULT OF INCREASES I HAVE APPROVED DURING THE PAST  
SIX MONTHS IN RESPONSE TO EXPANDED PROGRAM LEVELS, ANTICIPATED  
REORGANIZATION, ETC., THE PRINCIPAL QUESTIONS TO BE RESOLVED  
ARE (A) WHETHER FIVE FULL- OR PART-TIME PROGRAM OR ASSISTANT  
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PROGRAM OFFICERS ARE NEEDED IN FUTURE TO CONTINUE OPERATIONS

THAT WERE BROUGHT TO CURRENT LEVELS BY TWO OSARAC PROGRAM OFFICERS, AND (B) WHETHER THREE CAPITAL PROJECTS DEVELOPMENT OFFICERS ARE NEEDED FOR PROGRAMS NOT LIKELY TO DEVELOP IN FUTURE AS FAST AS IN THE PAST WITH ONE CPDO (OUTSIDE SUPPORT BEING A NEUTRAL FACTOR AS NOTED PARA 3, ABOVE).

(A) PROGRAM OFFICERS. THE PRIVATE CONSENSUS AT EVERY POST WAS THAT ONE PROGRAM OFFICER PER MISSION IS ADEQUATE, I.E., IN BOTSWANA, R. FRIEDLINE (ALSO ACTING DIRECTOR); IN LESOTHO, B. BAHL; AND IN SWAZILAND, J. WARNER OR SOMEONE "TO BE NOMINATED". TWO PROGRAM OFFICERS IN SWAZILAND, ALTHOUGH ONE ALSO ASSISTANT DIRECTOR, ARE RECOGNIZED AS EXCESSIVE IN THE COUNTRY WITH THE SMALLEST PROGRAM OF THE THREE.

(B) CPDOS. EVEN ASSUMING A CONTINUING NEED TO IDENTIFY AND DESIGN NEW PROJECTS, AN INCREASE FROM ONE TO THREE CPDOS IS NOT JUDGED ESSENTIAL IN THE OPINION OF THE MAJORITY OF THOSE CONSULTED. THUS, IT WAS AGREED THAT THE PROPOSED CPDO (DESIGN) POSITION IN LESOTHO NEED NOT BE ESTABLISHED. OTHER SPECIFIC COMMENTS AND RECOMMENDATIONS BY COUNTRY ARE AS FOLLOWS:

(1) BOTSWANA: THERE IS AGREEMENT THAT THE ENGINEER POSITION WILL NOT BE REQUIRED UNLESS THE TRANS-KALAHARI ROAD PROJECT (SEKOMA PAN-GHANZI) IS APPROVED. MEANWHILE THE PROPOSED POSITION SHOULD BE HELD IN ABEYANCE. FINALLY, IN RECOGNITION OF P. BUECHLER'S ROLE DURING PAST YEAR AS ASSISTANT AOO AND FREQUENTLY ACTING AOO, HIS TITLE SHOULD BE GENERAL DEVELOPMENT OFFICER (NOT ASSISTANT).

(2) LESOTHO: ASSISTANT DIRECTOR/TECHNICAL SERVICES POSITION SHOULD, IN RECOGNITION OF PROMINENCE OF AGRICULTURE IN LESOTHO AND NUMBER OF PROJECTS, BE LISTED AS AGRICULTURE DEVELOPMENT LIMITED OFFICIAL USE

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OFFICER. ALSO NOTE THAT PROPOSED POSITION FOR FIGUERA DOES NOT TAKE INTO ACCOUNT THE FACT FIGUERA IS NOW DEPUTY AOO AND (AS ASSISTANT PROGRAM OFFICER) WOULD BE SENIOR IN PERSONAL RANK TO BAHL (PROGRAM OFFICER), NOR IS IT APPROPRIATE ON OTHER GROUNDS, I.E., FIGUERA'S SUPERIOR SERVICE FOR NEARLY ONE YEAR AS SENIOR AID REP, HIS NUMEROUS MOVES DURING PAST THREE YEARS, ETC. AS MINIMUM, FIGUERA SHOULD BE GENERAL DEVELOPMENT OFFICER, A POSITION HE HAS DEVELOPED AS WELL AS OCCUPIED.

(3) SWAZILAND: COUNTRY TOTAL OF SEVEN SHOULD RESULT FROM DECISION ON PROGRAM OFFICER, PARA 4(A), ABOVE. OTHER ASSIGNMENTS HAVE BEEN EARLIER APPROVED.

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5. REGIONAL POSITIONS. I URGE THAT PROGRAM ECONOMIST POSITION BE REPROGRAMMED TO THAT OF LEGAL ADVISOR. THE QUESTION OF REINSTATING ECONOMIST POSITION CAN BE REVIEWED AT A LATER DATE. AS FOR REGIONAL CPDO (DESIGN), I CONCUR IN ESTABLISHMENT OF THE POSITION ON ASSUMPTION INCUMBENT WILL BE AVAILABLE, ALONG WITH OTHER OUTSIDE RESOURCES, TO MEET LESOTHO'S NEEDS IN DESIGN FIELD.

6. IDIS. PROPOSED INCREASE FROM ONE TO THREE IDIS IS GENERALLY REGARDED AS DESIRABLE BUT NOT ESSENTIAL, I.E., IDIS COULD PERFORM USEFUL BACK-STOPPING ROLE NOW ASSUMED BY GDOS OR SECTOR SPECIALISTS. THE PRINCIPAL BENEFIT AND STRONGEST DEFENSE OF IDI POSITIONS IS TRAINING. THIS IMPORTANT GAIN HAS TO BE WEIGHED AGAINST THE FACT THAT IDIS LIKE OTHER OFFICERS REQUIRE OFFICE SPACE, HOUSING AND ADMINISTRATIVE SUPPORT. IN GABORONE AND MASERU ESPECIALLY, NEW OFFICE SPACE (BUILT/RENOVATED AND OCCUPIED ONLY A FEW MONTHS AGO) IS ALREADY PROVING TO BE INADEQUATE. ANOTHER MOVE TO LARGER QUARTERS, EVEN IF THEY WERE AVAILABLE, WOULD BE INADVISABLE FOR REASONS NOTED ELSEWHERE. IDI ASSIGNMENTS THERE WOULD ONLY ADD TO EXISTING PRESSURES ON OFFICE SPACE. IN ADDITION, IMPACT OF EXPATRIATE DEMAND (INCLUDING USDH) ON VERY LIMITED HOUSING MARKET HAS ALREADY PRODUCED ADVERSE POLITICAL FEEDBACK. IT IS IN OUR OVERALL INTERESTS NOT TO ADD NEW DEMANDS IF THEY CAN POSSIBLY BE AVOIDED.  
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IN MBABANE, THE SITUATION IS SOMEWHAT DIFFERENT, I.E., AID HAS BEEN AT A HIGHER LEVEL OF STAFFING (AND STAFF HOUSING) AND NEW OFFICE SPACE SHOULD BE READY FOR OCCUPANCY IN EARLY 1979. I WOULD

THEREFORE CONCURRING ASSIGNMENT OF REGIONAL IDI (HEALTH) RESIDENT MBABANE GIVEN DIFFERENT BACKGROUND, SUBSTANTIAL DEVELOPING HEALTH PROGRAMS IN ALL THREE COUNTRIES AND PERSISTENT DEMANDS ON REGIONAL HEALTH OFFICER.

7. DIRECTORS. FOR A NUMBER OF REASONS INCLUDING EFFICIENT USE OF MANPOWER, NEED TO MAINTAIN CONTINUITY AND MOMENTUM IN PRESENT PROGRAMS, ESPECIALLY DURING TRANSITION TO COUNTRY MISSIONS, ETC., I WELCOME PLANS TO NAME SENIOR AID OFFICIALS RESIDENT AT EACH POST TO ACTING DIRECTOR POSITIONS EFFECTIVE OCT 1, 1978. THEIR PERFORMANCE IN BRINGING PROGRAM TO PRESENT LEVELS JUSTIFIES THIS MARK OF CONFIDENCE AND HAS EARNED THEM A CHANCE TO ASSUME DIRECTOR'S ROLE AND TITLE. CONSISTENT WITH THIS POSITION, I WOULD CONSIDER THEM, ALONG WITH ANY OTHER NOMINEES, FOR DIRECTOR'S POSITION. AS NOTED PARA 4, ABOVE, R. FRIEDLINE HAS AGREED, AT MY STRONG URGING, TO ASSUME ACTING DIRECTOR/PROGRAM OFFICER POSITION. HIS CONSENT TO UNDERTAKE THIS DEMANDING AND UNCONVENTIONAL EFFORT TO COMBINE THE TWO POSITIONS IS CONCRETE EVIDENCE OF THE IMPERATIVE NEED TO HOLD DOWN STAFFING FOR REASONS ALREADY CITED. THIS PIONEERING EFFORT MERITS OUR STRONG SUPPORT.

8. EVALUATION AND IMPLEMENTATION. THE INDISPENSABLE IMPORTANCE OF EVALUATION IS FULLY RECOGNIZED AND SHARED. PUTTING THE ISSUE IN OVERALL PERSPECTIVE, HOWEVER, INCLUDING LATEST AUDIT REPORT, THE BURDEN OF OPINION HERE IS THAT EXTERNAL EVALUATIONS ARE ON BALANCE AS USEFUL AS INTERNAL ONES, E.G., MORE OBJECTIVE IF LESS THOROUGH. AS FOR IMPLEMENTATION CADRES, IT MIGHT BE NOTED THAT THE NUMBER OF USDH OFFICERS, CONTRACTORS, ETC., DIRECTLY INVOLVED IN IMPLEMENTING AID PROJECTS WILL MORE THAN LIMITED OFFICIAL USE

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DOUBLE IN BOTSWANA THIS YEAR (TO OVER 40) WITH CORRESPONDING INCREASES IN LESOTHO (TO 60) AND SWAZILAND (TO 45). IT IS AN AXIOM AMONG ALL DONORS IN BLS THAT PROGRAM DIFFICULTIES AND INADEQUACIES ARE NOT DUE TO LACK OF EXPATRIATE PERSONNEL.

9. CONCLUSION. THESE DETAILED COMMENTS AND CONCLUSIONS ARE A REFLECTION OF THE IMPORTANCE OF THE SUBJECT AND AN EFFORT TO TAKE INTO ACCOUNT OVERALL USG POLICY AND INTERESTS INCLUDING BILATERAL RELATIONS AND LOCAL CONDITIONS AT THE THREE POSTS. WITH APOLOGIES FOR THE LENGTH OF THE FOREGOING, IT GOES WITHOUT SAYING THAT I WOULD BE HAPPY TO PROVIDE FURTHER RATIONALE OR JUSTIFICATION OF THE CONCLUSIONS. PLEASE DO NOT HESITATE TO LET ME KNOW IF I CAN ASSIST IN ANY WAY. MY CONCURRENCE IS HEREBY GIVEN TO THE STAFF LEVELS AS OUTLINED ABOVE, I.E., BOTSWANA 8 USDH, LESOTHO 9 USDH, SWAZILAND 7 USDH, REGIONAL 5 PLUS ONE REGIONAL IDI (HEALTH).  
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